

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
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R 300600Z MAR 77
FM AMEMBASSY HELSINKI
TO SECSTATE WASHDC 1164
INFO AMEMBASSY COPENHAGEN
AMEMBASSY MOSCOW
AMEMBASSY OSLO
AMEMBASSY STOCKHOLM

S E C R E T SECTION 1 OF 2 HELSINKI 0625

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EO 11652: GDS
TAGS: PFOR, AMGT, FI, XX
SUBJECT: 1977 POLICY AND RESOURCE PAPER FOR FINLAND: PARTS I AND
III

REF: (A) STATE 038356, (B) HELSINKI 0565

PART II -- RESOURCE ASSESSMENTS

A. STATE

1. FUNDAMENTAL U.S. INTERESTS IN FINLAND HAVE REMAINED
UNCHANGED FOR MANY YEARS, AND THE OBJECTIVES AND COURSES OF
ACTION PROPOSED IN PART I ARE ESSENTIALLY THOSE PURSUED
DURING THE PAST YEAR, AS RESOURCES PERMITTED. BECAUSE THE
POLICY EMPHASIS REMAINS THE SAME, NO RESTRUCTURING OF THE
MISSION'S ORGANIZATION IS RECOMMENDED. HOWEVER, THE
CURRENT LEVEL OF USG EFFORTS TO INFLUENCE FINNS IN KEY
SECTORS OF THE SOCIETY IS INADEQUATE TO OFFER REASONABLE

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ASSURANCE OVER THE LONG RUN OF EFFECTIVELY PROMOTING
U.S. INTERESTS.

2. AS INDICATED IN PART I, USG OPTIONS TO PURSUE THESE
INTERESTS ARE LARGELY CONFINED TO EXCHANGE PROGRAMS,
ACROSS-THE-BOARD PERSONAL CONTACTS, HIGH LEVEL VISITS,
ACTIONS IN INTERNATIONAL FORA, EXHIBITS, ETC. THE

FUNDING AVAILABLE TO ENGAGE IN THESE PURSUITS SHOULD BE INCREASED. SPECIFICALLY:

(A) AS MINIMUM, REPRESENTATION FUNDS SHOULD BE GRANTED IN THE AMOUNTS REQUESTED IN THE ANNUAL BUDGET SUBMISSION (IN FY 77 \$17,200 WAS REQUESTED VICE THE \$15,000 ACTUALLY RECEIVED);

(B) IVP FUNDING SHOULD BE INCREASED TO FINANCE 25 GRANTS VICE 13 IN FY 77; AND

(C) IF FURTHER CU FUNDS CAN BE OBTAINED, AN ANNUAL CU GRANT OF UP TO \$50,000 SHOULD BE GIVEN TO THE U.S.-FINNISH EXCHANGE FUND WHICH, COUPLED WITH A MATCHING GRANT FROM THE FINNISH GOVT, WOULD RESTORE THE ACADEMIC EXCHANGE PROGRAMS TO THEIR 1976 LEVEL.

WITH THESE RELATIVELY MODEST INCREASES IN FUNDING AND THROUGH SELECTIVE AND CAREFULLY ORCHESTRATED USE OF THESE COMPARATIVELY LIMITED RESOURCES, WE BELIEVE WE CAN MORE EFFECTIVELY PROMOTE U.S. INTERESTS IN FINLAND.

3. THE DEPARTMENT CAN BE OF ASSISTANCE BY PERIODICALLY SCHEDULING VISITS OF HIGH LEVEL OFFICIALS TO DEMONSTRATE U.S. INTEREST IN FINNISH INDEPENDENCE AND NEUTRALITY. VICE PRESIDENT MONDALE'S SCHEDULED VISIT TO FINLAND LATER THIS YEAR AS PART OF A TOUR OF NORDIC COUNTRIES IS PRECISELY THE TYPE OF INITIATIVE WHICH WILL HAVE AN ENORMOUS IMPACT UPON FINNISH PERCEPTIONS ABOUT THEMSELVES AND HOW OTHERS VIEW THEM. WASHINGTON ASSISTANCE WOULD ALSO BE NECESSARY IN GIVING FINLAND THE SAME PRIORITY AS EASTERN EUROPEAN COUNTRIES IN SCHEDULING OF CULTURAL PRESENTATIONS.

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4. THE MISSION STAFFING CHART BELOW DEPICTS THE CURRENT ALLOCATION OF STATE PERSONNEL RESOURCES BY FUNCTION. WE CONSIDER THE STAFFING LEVEL AND DISTRIBUTION IN CONSONANCE WITH OUR FUNCTIONAL REQUIREMENTS, I.E., THE COURSES OF ACTION DETAILED IN PART I. DURING THE PAST YEAR WE HAVE BEEN ENGAGED IN A CONTINUING ASSESSMENT OF OUR RESOURCES VERSUS OUR OBJECTIVES AND WORKLOAD. ONE POSITION HAS ALREADY BEEN REPROGRAMMED, THREE OTHERS HAVE BEEN ELIMINATED AND ONE MORE HAS BEEN SCHEDULED FOR ABOLISHMENT. WE MAY HAVE FURTHER REPROGRAMING TO SUGGEST IN CONNECTION WITH THE NEXT M.O.D.E. REVIEW WITH RESPECT TO MAKING ADDITIONAL RESOURCES AVAILABLE FOR IDENTIFIED COURSES OF ACTION.

5. FOR FY 79 WE DO NOT REQUEST ANY ADDITIONAL PERSONNEL FOR THE POLITICAL, ECONOMIC, COMMERCIAL OR CONSULAR FUNCTIONS. CONTINGENT UPON THE SUPPORT RELATIONSHIP WHICH DEVELOPS BETWEEN HELSINKI

AND THE RECENTLY OPENED CONSULATE IN KIEV, THE ADMINISTRATIVE FUNCTION MAY REQUIRE AN ADDITIONAL FSL POSITION TO HANDLE THE ANTICIPATED INCREASE IN THE VOLUME OF POUCHES. PRESENTLY, THE ADMINISTRATIVE SECTION IS NOT ONLY TASKED WITH PROVIDING LOGISTICAL SUPPORT TO THE ENTIRE HELSINKI MISSION UNDER THE FAAS SYSTEM BUT ALSO PROVIDES LIMITED LOGISTICAL SERVICES (LOCAL PROCUREMENT AND THE TRANSSHIPMENT OF HHE, SUPPLIES, POV'S, AND POUCHES) FOR POSTS WITHIN THE SOVIET UNION.

6. CURRENT FY 77 STAFFING:

STATE	AMEROFF	AMERSTAFF	FSLPROFESS	FSLSTAFF
EXECUTIVE	2	2	-	-
POLITICAL	6	3	2	-
CONSULAR	1	-	1	4
ECON/COM'L	3	-	4	2

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ADMIN (OF WHICH)	5	13	2	20
COMMUNICATIONS	2	3	-	3
SECURITY MSG	-	10	-	-
REGIONAL SECRETARY	-	1	-	-

OTHER AGENCIES	AMEROFF	AMERSTAFF	FSLPROFESS	FSLSTAFF
USIS	4	1	6	15
DOD	5	12	1	3

7. PROJECTED FY 79 STAFFING:

STATE	AMEROFF	AMERSTAFF	FSLPROFESS	FSLSTAFF
EXECUTIVE	2	2	-	-
POLITICAL	6	3	2	-
ECON/COM'L	3	-	4	2
CONSULAR	1	-	1	4
ADMIN (OF WHICH)	4 (A)	13	2	21
COMMUNICATIONS	2	3	-	4 (B)
SECURITY MSG	-	10	-	-
REGIONAL SECRETARY	-	1	-	-

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S E C R E T SECTION 2 OF 2 HELSINKI 0625

STADIS////////////////////////////////////

(A) ABOLISHMENT OF FSO-6 ADMIN OFFICER POSITION
(B) INCREASE OF ONE FSL-2 POUCH ROOM CLERK POSITION (CORE)

B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS
THE PROGRAMS AND RESOURCES OF USIA AND DOD HAVE BEEN
CLOSELY COORDINATED WITH THOSE OF THE DEPARTMENT IN PURSUIT
OF OBJECTIVES OUTLINED IN PART I. DURING LAST YEAR'S U.S.
BICENTENNIAL CELEBRATIONS HELD THROUGHOUT FINLAND, USIA
AND DOD CONTRIBUTIONS WERE ESPECIALLY NOTEWORTHY IN
PRESENTING A POSITIVE, MORE VISIBLE IMAGE OF THE U.S., A
FUNCTION WHICH IS CENTRAL TO OUR PROPOSED COURSES OF ACTION.
UNFORTUNATELY, OUR INABILITY TO OBTAIN THE DESIRED LEVEL
OF CU FINANCING FOR IVP GRANTS AND ACADEMIC EXCHANGE
PROGRAMS DOES NOT PERMIT US TO MAKE MAXIMUM USE OF THESE
TOOLS. WE DO NOT BELIEVE USIS HELSINKI WOULD NEED ANY
ADDITIONAL PERSONNEL TO HANDLE ANY LIKELY HIGHER LEVEL
OF EXCHANGE PROGRAMS WHICH WASHINGTON MIGHT AUTHORIZE.
WITH THE QUALIFICATIONS NOTED, WE FEEL THAT THE CURRENT
PROGRAMS AND RESOURCE LEVELS OF USIA AND DOD ARE
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COMMENSURATE WITH THEIR ASSIGNED MISSIONS. THE EMBASSY
IS RESERVING FOR THE PRESENT ANY FURTHER COMMENT ON
OTHER AGENCY STAFFING.
END SECRET
BEGIN LIMITED OFFICIAL USE

PART III -- STATE PERSONNEL RECOMMENDATIONS

A. REPROGRAMING

1. ALTHOUGH WE APPRECIATE AND SUPPORT THE DEPARTMENT'S

LONG TERM INTEREST IN JUNIOR OFFICER TRAINING ABROAD, WE DO NOT AGREE WITH INSPECTORS' RECOMMENDATION 4.4-2 CONTAINED IN THEIR REPORT OF OCTOBER 1976 THAT THE JUNIOR ECONOMIC OFFICER'S POSITION (20-5010-065) SHOULD BE REPROGRAMED INTO A ROTATIONAL JUNIOR OFFICER TRAINING POSITION. WE HAVE BEEN BARELY ABLE TO MEET OUR CURRENT ECONOMIC RESPONSIBILITIES EVEN WITH A JUNIOR OFFICER ASSIGNED FULL-TIME TO THE ECONOMIC SECTION. WE WOULD BE UNABLE TO MEET THESE RESPONSIBILITIES FULLY IF THE JUNIOR OFFICER WERE SPENDING ONLY PART TIME ON ECONOMIC WORK.

2. WHEREVER POSSIBLE WE WILL ENDEAVOR TO REPROGRAM EXISTING RESOURCES IN LIEU OF REQUESTING ADDITIONAL PERSONNEL. DURING THE PAST YEAR WE REPROGRAMED ONE FSL POSITION FROM THE ADMIN SECTION TO THE CONSULAR SECTION (76 STATE 106022) TO MEET AN INCREASE IN WORKLOAD AS WELL AS TO REMEDY AN OVERSTAFFING PROBLEM.

B. INCREASES/DECREASES

1. BASED UPON PAST EXPERIENCE WITH THE ESTABLISHMENT AND GROWTH OF THE CONSULATE IN LENINGRAD, THE EMBASSY ANTICIPATES THAT AN ADDITIONAL FSL-2 MAILROOM CLERK POSITION (CORE) WILL BE REQUIRED IN FY 79 TO HANDLE THE PROJECTED
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INCREASED VOLUME OF POUCHES TRANSSHIPPED TO AND FROM HELSINKI IN SUPPORT OF THE RECENTLY ESTABLISHED CONSULATE IN KIEV.

2. AS PORTRAYED ON THE STAFFING CHART, FN FSO-6 ADMIN OFFICER POSITION IS SLATED FOR ABOLISHMENT IN NOVEMBER 1977 (STATE 027283). DURING THE PAST YEAR THE FOLLOWING OTHER POSITIONS HAVE BEEN ELIMINATED TO ALIGN STAFFING WITH WORKLOAD:

POSITION	DATE ABOLISHED	AUTHORIZATION
CHARWOMAN (PIT POSITION)	APR 76	76 STATE 094402
SECRETARY 20-9280-073 FSS-7	MAY 76	76 STATE 105903
SUPPORT COMMUNICATIONS OFFICER 55-2412-087 FSRU-8	FEB 77	STATE 034006

C. LOWER PRIORITY POSITIONS

1. BASED ON THE CRITERIA LISTED IN REF A, WE HAVE IDENTIFIED THE FOLLOWING AMERICAN POSITION AS BEING OF LOWER PRIORITY: ADMINISTRATIVE OFFICER (50-2021-079, FSO-6, CORE). AS INDICATED IN PARA III B, THIS POSITION HAS BEEN IDENTIFIED FOR ABOLISHMENT AND WILL BE AVAILABLE FOR REPROGRAMMING ON A GLOBAL BASIS. THE EFFECT UPON OUR

OPERATIONS AND PROGRAMS WILL BE NEGLIGIBLE.

2. THE FOLLOWING LOCAL POSITION IS IDENTIFIED AS BEING
OF A LOWER PRIORITY: BUILDINGS AND GROUNDS MAINTENANCE
(S-23, FSL-2, CORE). THIS POSITION IS ONE OF THREE
RESPONSIBLE FOR MAINTENANCE OF THE EMBASSY COMPLEX WHICH
CONSISTS OF TWO OFFICE BUILDINGS, THE AMBASSADOR'S RESI-
DENCE, AND SURROUNDING GROUNDS (120,000 SQ. FT.) AS WELL
AS ASSISTING IN THE UPKEEP OF THREE LARGE RESIDENCES
(DCM'S, DATT'S, AND ARMA'S) LOCATED ELSEWHERE. LOSS OF
THIS POSITION WOULD HAVE DETRIMENTAL EFFECT UPON OPERATION
AND APPEARANCE OF USG BUILDINGS AND GROUNDS. MINOR
REPAIRS, SNOW REMOVAL, LAWN AND GARDEN CARE, AND MOVEMENT
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OF EQUIPMENT, SUPPLIES, AND FURNITURE WITHIN AND BETWEEN
EMBASSY BUILDINGS AND RESIDENCES WOULD ALL BE ADVERSELY
AFFECTED. EMBASSY'S ONLY ALTERNATIVE WOULD BE, AS
CIRCUMSTANCES DICTATE, TO CONTRACT OUT FOR SUCH SERVICES
WHICH WOULD BE MORE EXPENSIVE IN LONG RUN THAN SALARIED
EMPLOYEE AND ALSO LESS RESPONSIVE.
END LIMITED OFFICIAL USE.
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